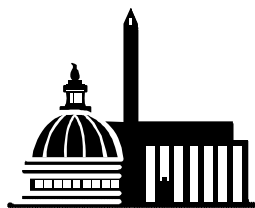
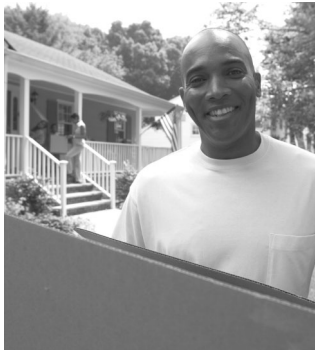




# **Annual Report of Performance Outcomes from the Community Services Block Grant Program**

**FY 2004**



**National Association for  
State Community Services Programs**



# **Annual Report of Performance Outcomes from the Community Services Block Grant Program**

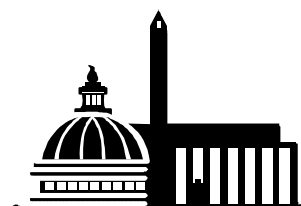
**FY 2004**

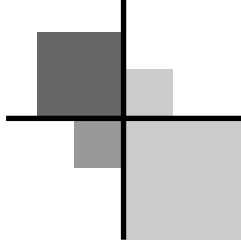
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**July 2005  
Washington, DC**

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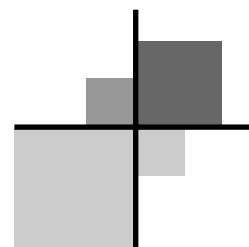


*"The network of CAAs in Oregon has been enhanced through the development of the National Performance Indicators (NPI) in 2004. The NPI led the way for an analysis of the work conducted by our statewide network. We met as a network to develop strategies to report on the NPI measures as well as collect state-wide measures which allows us to tell our story."*

*Oregon*

# Annual Report of Performance Outcomes from the Community Services Block Grant Program

**FY 2004**



## **Introduction**

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### **Outcomes**

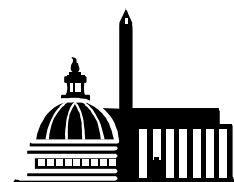
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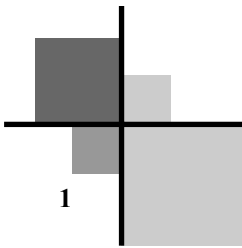
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## INTRODUCTION

### Purpose

This report describes Fiscal Year 2004 anti-poverty outcomes achieved by over 1,100 local community action agencies in 50 states, the District of Columbia (DC) and Puerto Rico (PR) that receive funding from the Community Services Block Grant (CSBG) program. The report refers to all 52 CSBG grantees as "states."

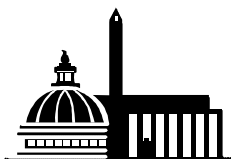
It is the first report to measure the impact of CSBG programs and activities on families and communities using twelve new indicators of national community action performance -- National Performance Indicators (NPI).

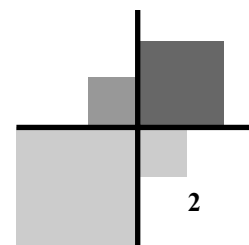
Performance information presented in this report was collected by the National Association for State Community Services Programs (NASCSPP). States submitted community services outcomes in Part II of NASCSPP's Fiscal Year 2004 *Community Services Block Grant Information System Survey*. NASCSPP receives a grant from the Office of Community Services (OCS), Administration for Children and Families, U.S. Department of Health and Human Services, to compile, analyze, and report CSBG information annually.

### Program Overview

The CSBG program provides core funding to "designated" local agencies to coordinate a broad array of anti-poverty efforts in almost every city and county in the nation. By law, an agency that receives the CSBG designation and funding as a community action agency:

- Is governed by a tri-partite board composed of representatives of the low-income neighborhoods being served, elected local officials, and key community resources such as business and commerce, faith-based organizations, other service providers and community groups;
- Conducts periodic assessments of the poverty needs and conditions within their community and serves as a principal source of information about, and advocate for, addressing those needs;
- Develops goals and strategies to empower low-income people, reduce poverty, increase self-sufficiency, and improve conditions and opportunities within the community that support family stability and advancement;
- Mobilizes and coordinates programs and resources within the agency and with partnering public and private service providers to achieve family and community improvement goals; and
- Maintains a performance-focused system for assessing and reporting the effectiveness of its anti-poverty strategy in terms of results achieved among low-income people and neighborhoods.





Depending upon the community context in which each local agency operates, some community action agencies may fulfill their anti-poverty mission by being a major source of a broad range of immediate services and longer-term self-sufficiency assistance to low-income families. Other agencies may fulfill their anti-poverty mission by serving primarily as advocates for expanded opportunities, facilities, and services for low-income families in the community as a whole. Many do both and more. Each agency captures outcome data specific to their unique goals and priorities. Not all agencies participate in activities that generate outcomes for every national indicator, nor do these indicators represent all of the outcomes achieved by the agencies.

## National Program Goals

Over the past decade, state and local entities receiving CSBG funds have been working to achieve six national community action goals:

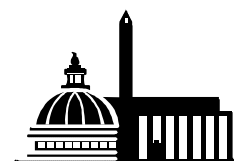
Goal 1:	Low-income people become more self-sufficient
Goal 2:	The conditions in which low-income people live are improved
Goal 3:	Low-income people own a stake in their community
Goal 4:	Partnerships among supporters and providers of service to low-income people are achieved
Goal 5:	Agencies increase their capacity to achieve results
Goal 6:	Low-income people, especially vulnerable populations, achieve their potential by strengthening family and other supportive systems

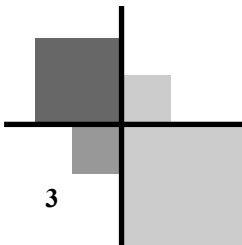
The Community Services Block Grant Reauthorization Act of 1998 requires states administering the program to implement a management and evaluation strategy, “Results Oriented Management and Accountability,” or ROMA, in order to focus local entities on achieving one or more of the national goals, and to assure that local agencies measure and report the results of their efforts.

### Fiscal Years 1999 - 2003 – Establishing Measurement and Accountability Capacity

Although ROMA continues to be a system-wide initiative among state and local CSBG entities, it has been implemented in ways that reflect and reinforce the primary intent of performance-based management and accountability -- to improve local program focus and effectiveness. And, because local community action agencies are required by statute to develop programs that meet the unique anti-poverty needs of their service areas, agencies in different communities may establish different priorities, develop different programs with different performance expectations, and ultimately achieve and report different kinds of outcomes, or results.

Between Fiscal Years 2001 and 2003, all states and almost all local community action agencies measured and reported outcomes for their CSBG-funded programs and services. Indeed, all States met the Fiscal Year 2001 statutory deadline for collecting and reporting CSBG outcomes. Three national reports of CSBG performance were prepared and presented using only those outcomes that could be aggregated across states and/or local agencies. Significant numbers of family or community outcomes unique to a particular state or local agency were not captured in these initial national reports.





### **Enhanced National Reporting of Results**

To enable greater aggregation and national reporting of the most universal and significant CSBG results among states and local agencies, twelve common categories, or indicators of community action performance, have been identified from Fiscal Year 2001-2003 data. These twelve National Performance Indicators form the basis for this Fiscal Year 2004 report.

While establishing common definitions for reporting family, community, and agency improvement outcomes, the new National Performance Indicators enable state and local CSBG agencies to convey broad family and community outcomes. These outcomes are the result of the strategic use of a variety of change mechanisms, including anti-poverty advocacy, service provision and program coordination, both within each agency and with partnering organizations in the broader community.

This report of National Performance Indicators reflects only a portion of the work and accomplishments of community action. Because of the nature of the Community Services Block Grant, agencies participate in a broad range of activities to meet the unique needs of their communities. Each agency captures outcome data specific to their unique goals and priorities. It should be noted that, not all agencies participate in the activities that generate outcomes for every national indicator, nor do these indicators represent all of the outcomes achieved by agencies. Additional outcome data is available from each state CSBG office.

### **Performance Targeting**

In addition to improving the nature and scope of national community action outcome reporting, the new National Performance Indicators establish a mechanism for collecting baseline information concerning CSBG performance targets. The Executive Office of the President, Office of Management and Budget (OMB) has called upon the Office of Community Services to develop performance targets, or anticipated levels of result achievement, as a means of gauging the on-going effectiveness of CSBG program activities. Beginning with this Fiscal Year 2004 report, initial data on performance expectations, or targets, and eventual performance levels are reported for four National Performance Indicators:

National Performance Indicator 1.1 – Employment

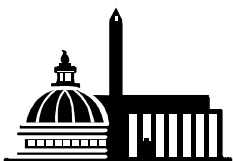
National Performance Indicator 1.3 – Economic Asset Enhancement and Utilization

National Performance Indicator 6.2 – Emergency Services

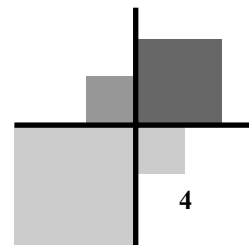
National Performance Indicator 6.3 – Child and Family Development

*“As a manager I am better able to determine which programs are successful at producing the goals and outcomes for which they were designed. We can now track the unduplicated demographics of the participant, plus the history of all actions, engagements, interventions, and outcomes directly related to all services provided to a client, and goals they may have established.”*

*West Virginia*







## COMMUNITY SERVICES BLOCK GRANT OUTCOMES FISCAL YEAR 2004

During Fiscal Year 2004, state and local entities receiving Community Services Block Grant (CSBG) funding reported the following outcomes in support of the twelve National Performance Indicators (NPI) of community action. As mentioned earlier, the outcomes in this report represent some of the most common and significant achievements of community action. Many agencies accomplish a significant number of additional outcomes, which are not reflected in the National Performance Indicators. In designing services, Community Action Agencies organize a variety of interventions to support low-income individuals moving out of poverty. The numbers below in parentheses indicate the number of states reporting on the outcomes.

### *Goal 1: Low-income people become more self-sufficient*

#### EMPLOYMENT

As a result of community action assistance:

- 103,057 Unemployed low-income people obtained a job (49 states)
- 72,810 Low-income people with jobs obtained an increase in salary (43 states)
- 13,313 Low-income people got “living wage” jobs with benefits (35 states)

#### EMPLOYMENT BARRIERS REDUCED/ELIMINATED

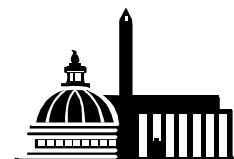
As a result of community action assistance, the following barriers to initial or continuous employment were reduced or eliminated:

##### **LACK OF JOB SKILLS**

- 56,283 Low-income people obtained pre-employment skills and received training program certificates or diplomas (47 states)

##### **LACK OF EDUCATION**

- 30,776 Low-income people completed Adult Basic Education or GED coursework and received certificates or diplomas (40 states)
- 9,647 Low-income people completed post-secondary education and obtained a certificate or diploma (41 states)



## **EMPLOYMENT BARRIERS REDUCED/ELIMINATED, continued**

### ***LACK OF CARE FOR CHILDREN***

- 70,627 Low-income participants enrolled school-aged children in “before” and “after” school programs in order to obtain or maintain jobs (38 states)  
 103,088 Low-income participants obtained child care for pre-school children or dependents in order to acquire or maintain employment (42 states)

### ***LACK OF TRANSPORTATION***

- 43,192 Low-income participants gained access to reliable transportation and/or a driver’s license in order to acquire or maintain employment (38 states)

### ***LACK OF HEALTH CARE***

- 126,821 Low-income participants obtained health care services for themselves or a family member in support of employment stability (39 states)

### ***LACK OF HOUSING***

- 88,187 Low-income participants obtained safe and affordable housing in support of employment stability (43 states)

### ***LACK OF FOOD AND NUTRITION***

- 3,313,789 Low-income participants obtained food assistance in support of employment stability (37 states)

## **ECONOMIC ASSET ENHANCEMENT**

As a result of community action, low-income households achieved an increase in non-employment financial assets:

### ***TAX CREDITS***

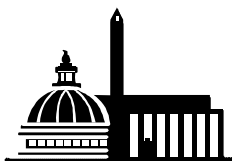
- 156,366 Low-income households in community action tax preparation programs identified federal or state tax credits (39 states)  
 \$80,523,657 Total amount of tax credits received

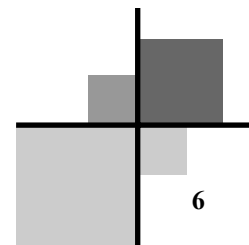
### ***CHILD SUPPORT PAYMENTS***

- 101,206 Low-income households were helped to obtain child support payments (32 states)  
 \$33,434,237 Total amount of payments

### ***UTILITY SAVINGS***

- 252,750 Low-income households were enrolled in special telephone lifeline programs or received energy bill discounts (38 states)  
 \$19,501,848 Total amount of aggregated savings





## **ECONOMIC ASSET UTILIZATION**

As a result of community action assistance, low-income households gained financial management skills that enabled them to better utilize their resources:

### ***MAINTAIN A HOUSEHOLD BUDGET***

40,046 Low-income households demonstrated the ability to complete and maintain a budget for over 90 days (44 states)

### ***INDIVIDUAL DEVELOPMENT ACCOUNTS AND OTHER SAVINGS***

44,101 Low-income households opened Individual Development Accounts or other savings (40 states)

### ***CAPITALIZE SMALL BUSINESS***

913 Low-income households began small businesses with accumulated savings (28 states)

### ***ENROLL IN HIGHER EDUCATION***

526 Low-income households pursued post-secondary education with accumulated savings (31 states)

### ***PURCHASE A HOME***

1,880 Low-income households purchased a home with accumulated savings (35 states)

## ***Goal 2: The conditions in which low-income people live are improved***

## **INCREASING COMMUNITY OPPORTUNITIES AND RESOURCES**

Local agencies receiving CSBG funds increase and preserve community opportunities and resources for low-income people through programs, partnerships and advocacy:

### ***JOBS***

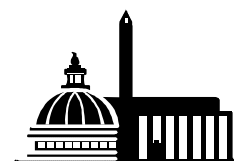
16,463 Accessible “living wage” jobs were created or preserved in the community (36 states)

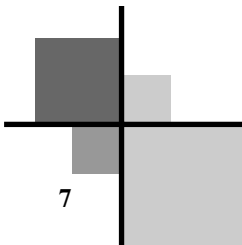
### ***NEW HOUSING***

14,062 Safe and affordable new housing units were created in the community (41 states)

### ***IMPROVED OR PRESERVED HOUSING***

378,120 Existing housing units were improved or preserved through construction, weatherization, or rehabilitation (46 states)





## **INCREASING COMMUNITY OPPORTUNITIES AND RESOURCES, continued**

### ***HEALTH CARE SERVICES***

314,114 Accessible and affordable health care services/facilities for low-income people were created or saved from elimination (43 states)

### ***CHILD CARE AND CHILD DEVELOPMENT***

179,251 Child care or child development placement opportunities (“slots”) for low-income children were created or saved from elimination (40 states)

### ***YOUTH PROGRAMS***

42,972 “Before” or “after” school program “slots” for low-income youth were created or saved from elimination (37 states)

### ***TRANSPORTATION***

1,292,774 Transportation opportunities for low-income people (public transportation routes, rides, carpool arrangements, car purchase and maintenance) were created, expanded, or saved from elimination (39 states)

### ***EDUCATIONAL OPPORTUNITIES***

46,821 Educational programs or opportunities for low-income people were created, expanded, or saved from elimination (including literacy, job training, ABE/GED, and post-secondary education) (41 states)

## **COMMUNITY ASSETS AND QUALITY OF LIFE**

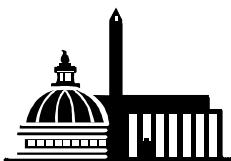
Community action initiative and advocacy improve the quality of life and assets in low-income neighborhoods:

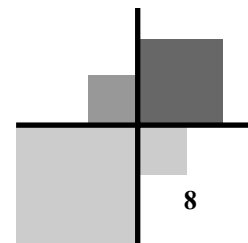
### ***PUBLIC POLICY***

149,294 New or expanded community assets (i.e. low and moderate income housing, jobs, education and training opportunities, bus rides, health care treatment appointments) resulted from community action advocacy for changes in laws, regulations, or public policies (34 states)

### ***COMMUNITY FACILITIES***

120,205 Community facilities were created, expanded, or saved from reduction or elimination as a result of community action agency initiatives (36 states)





### ***COMMUNITY SERVICES***

46,013 Community services were created, expanded, or saved from reduction or elimination as a result of community action agency initiatives (33 states)

### ***COMMERCIAL SERVICES***

4,738 Commercial services within low-income communities were created, expanded, or saved from elimination as a result of community action initiatives (22 states)

### ***“QUALITY- OF- LIFE” RESOURCES***

14,813 Neighborhood “quality of life” resources, such as parks, youth sports teams, recreation centers, special police foot patrols, volunteer neighborhood watch programs, were created, expanded, or preserved as a result of community action initiative (31 states)

## ***Goal 3: Low-income people own a stake in their community***

### **VOLUNTEER SERVICE TO COMMUNITY ACTION**

Community action agencies seek and encourage volunteer assistance from community residents. Volunteers help the agencies achieve program outcomes, and those offering their services often experience a greater sense of connection and commitment to the community’s well-being and future.

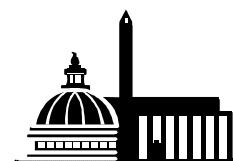
44,058,304 Hours of service were volunteered to community action in Fiscal Year 2004 (52 states)

### **EMPOWERMENT THROUGH MAXIMUM FEASIBLE PARTICIPATION**

Community action agencies encourage and assist low-income people in engaging in activities that support and promote their own well-being and that of their community:

#### ***COMMUNITY DECISION-MAKING***

84,257 Low-income people were helped by community action to participate in formal community organizations, government, boards or councils that provide input to decision-making and policy setting (48 states)



## EMPOWERMENT THROUGH MAXIMUM FEASIBLE PARTICIPATION

### ***COMMUNITY BUSINESS OWNERSHIP***

1,548 Low-income people were helped by community action to acquire businesses in their community (35 states)

### ***HOMEOWNERSHIP IN THE COMMUNITY***

5,645 Low-income people were helped by community action to purchase their own home in the community (41 states)

### ***COMMUNITY INVOLVEMENT***

279,582 Low-income people were engaged in non-governance community activities or groups created or supported by community action (45 states)

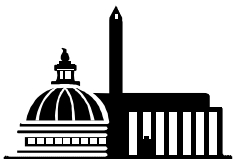
**Goal 4:** *Partnerships among supporters and providers of service to low-income people are achieved*

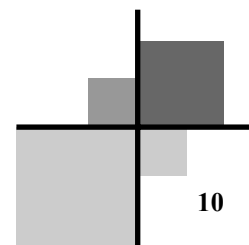
## COMMUNITY ACTION PARTNERS

105,072 Organizations (i.e. state and local governments and service agencies, faith-based organizations, health care providers, educational and job training institutions, commercial enterprises and businesses, foundations) that community action agencies worked with during Fiscal Year 2004 to promote family and community outcomes (48 states)

*"The NPIs will help us accomplish being able to report the same information consistently across a variety of programs, agencies and services and allow for our data to be more meaningful."*

*Kentucky*

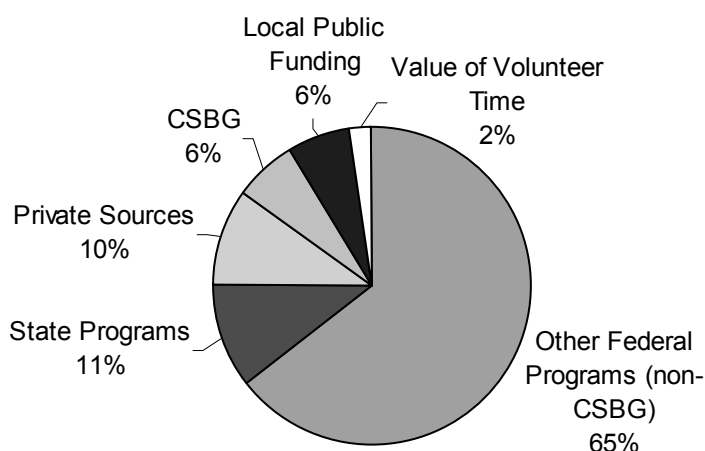




**Goal 5: Agencies increase their capacity to achieve results**

**BROADENING THE RESOURCE BASE**

Community action mobilizes and utilizes resources from a variety of sources to carry out its anti-poverty service, advocacy, and coordination responsibilities. Below is the breakdown for Fiscal Year 2004 (52 states):



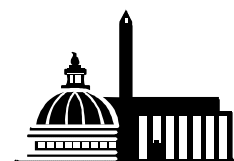
**Goal 6: Low-income people, especially vulnerable populations, achieve their potential by strengthening family and other supportive systems**

**SENIOR CITIZENS LIVE INDEPENDENT LIVES**

1,301,683 Senior citizens received services from community action and maintained an independent living situation as a result of services (46 states)

**INDIVIDUALS WITH DISABILITIES LIVE INDEPENDENTLY**

447,960 Individuals with disabilities received services from community action and maintained an independent living situation as a result of services (42 states)



## EMERGENCY SUPPORT TO VULNERABLE PEOPLE

NEED	NUMBER OF HOUSEHOLDS SERVED
Food and Nutrition (45 states)	2,303,652*
Emergency Vendor Payments, Including Fuel/Energy (44 states)	1,768,439*
Temporary Shelter (44 states)	199,413
Emergency Medical Care (41 states)	84,686
Protection from Violence (38 states)	31,923
Legal Assistance (36 states)	24,129
Emergency Transportation (39 states)	423,625
Disaster Relief (31 states)	16,710

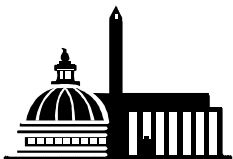
\*Composite number of individuals, households and families reported

## STRENGTHENING FAMILY AND CHILD DEVELOPMENT

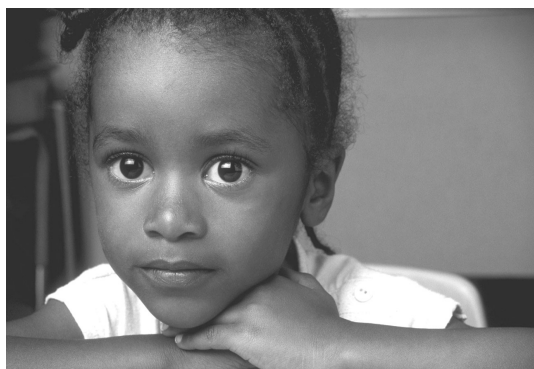
Community action agencies administer a variety of programs and services that helped infants, children, youth, parents, and other adults achieve developmental and enrichment goals during Fiscal Year 2004:

### ***INFANTS AND CHILDREN***

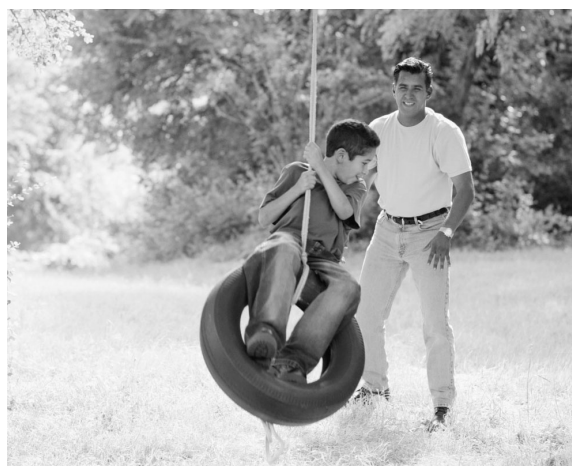
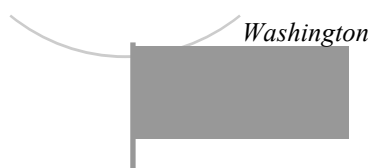
- 274,918 Infants and children obtained age-appropriate immunizations, medical and dental care (45 states)
- 459,067 Infants and children were assisted in their growth and development as a result of adequate nutrition (44 states)
- 249,089 Infants and children were assisted in developing school readiness skills through participation in pre-school activities (44 states)
- 127,378 Children who participated in pre-school activities became developmentally ready to enter kindergarten or first grade (42 states)







*“Community Action Agencies had to examine the way they do business and to look at outcomes across organizational functions. For many, this was new and difficult but valuable. We are more sophisticated data users at this point...”*

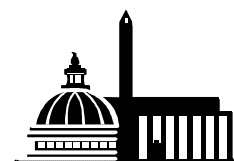


### ***YOUTH***

- 74,284 Youth experienced improved physical health, growth and development (40 states)
- 44,321 Youth experienced improved social/emotional development (42 states)
- 27,737 Youth avoided risk-taking behavior for a defined period of time (41 states)
- 12,625 Youth had reduced involvement with the criminal justice system (41 states)
- 70,556 Youth increased their academic, athletic, or social skills by participating in “before” or “after” school programs (45 states)

### ***PARENTS AND OTHER ADULTS***

- 99,337 Parents and/or other adults learned and exhibited improved parenting skills (45 states)
- 125,310 Parents and/or other adults learned and exhibited improved family functioning skills (46 states)



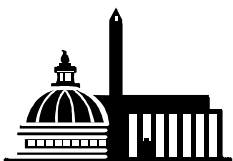
## PERFORMANCE TARGETS

As indicated in the introduction to this report, the Executive Office of the President, Office of Management and Budget (OMB) has established a government-wide initiative to use performance targets and outcome measures to assess the program efficiency and effectiveness of all Federally-funded domestic assistance programs. OMB has called on OCS to develop and report CSBG performance targets, or anticipated levels of result achievement, beginning in Fiscal Year 2005.

Over the past two years, OCS has worked with national, state, and local community action officials to identify the kinds of results and performance targets that might best reflect the multi-faceted work of community action and that could be collected and reported in a manner that presents an accurate indication of national program impact. The twelve National Performance Indicators that are used to organize and report Fiscal Year 2004 outcomes, and the identification of four initial performance indicators for which target information would be collected, are a result of that collaboration.

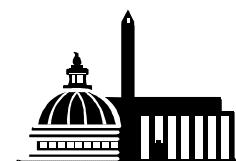
For Fiscal Year 2004, state and local agencies receiving CSBG funding submitted the following performance targets and outcome information. It is anticipated that data collected for Fiscal Year 2004 will establish baselines for target setting and performance measurement in the future.

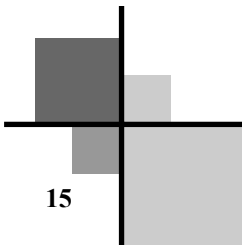
<b>Performance Measure</b>	<b># Enrolled in Program</b>	<b># Expected to Achieve</b>	<b># Achieving Target</b>	<b>% Achieving Target</b>
Unemployed and obtained a job	213,958	120,916	103,057	<b>85.2%</b>
Employed and obtained an increase in employment income	116,131	73,374	72,810	<b>99.2%</b>
Achieved "living wage" employment and benefits	38,391	15,668	13,313	<b>85.0%</b>
Identify and receive Federal/State tax credits	167,059	146,058	156,366	<b>107.0%</b>
Receive court-ordered child support	112,583	103,418	101,206	<b>97.9%</b>
Receive telephone and energy discounts	384,314	269,052	252,750	<b>93.9%</b>
Develop/Maintain a household budget 90 days or more	72,743	43,875	40,046	<b>91.3%</b>
Open Individual Development Account (IDA) and increase savings	56,395	45,982	44,101	<b>95.9%</b>
Use IDA to capitalize business	2,267	1,408	913	<b>64.8%</b>
Use IDA to pursue higher education	1,825	766	526	<b>68.7%</b>
Use IDA to buy home	4,266	2,439	1,880	<b>77.1%</b>



<b>Performance Measure</b>	<b># Enrolled in Program</b>	<b># Expected to Achieve</b>	<b># Achieving Target</b>	<b>% Achieving Target</b>
Immunization, medical, dental care	313,429	268,204	274,918	<b>102.4%</b>
Nutrition (physical health)	615,398	448,375	459,067	<b>102.4%</b>
School readiness skills	261,617	237,188	249,087	<b>105.0%</b>
Developmental readiness for K-1	152,220	128,372	127,378	<b>99.2%</b>
Physical health & development	80,900	68,308	74,284	<b>108.7%</b>
Social & emotional development	63,247	43,016	44,321	<b>103.0%</b>
Avoid risk-taking behaviors	36,869	24,467	27,737	<b>113.4%</b>
Less involved with criminal justice	17,548	12,836	12,626	<b>98.4%</b>
Increase academic, athletic, social skills	90,210	65,450	70,556	<b>107.8%</b>
Improved parenting skills	129,672	121,590	99,337	<b>81.7%</b>
Improved family functioning skills	146,244	112,761	125,310	<b>111.1%</b>

<b>Performance Measure</b>	<b>Emergency Service Need</b>	<b>Households Needing Service</b>	<b>Households Receiving Service</b>	<b>% of Need Met</b>
Strengthen family and other vulnerable populations: Emergency Assistance (NPI 6.2)	Food and Nutrition	4,878,187	6,690,817	<b>137.2%</b>
	Vendor Payments	1,668,000	1,768,439	<b>106.0%</b>
	Emergency Medical	91,990	84,686	<b>92.1%</b>
	Protection/Violence	32,800	31,923	<b>97.3%</b>
	Legal Assistance	28,641	24,129	<b>84.2%</b>
	Transportation	350,154	423,625	<b>121.0%</b>
	Temporary Shelter	231,516	199,413	<b>86.1%</b>
	Disaster Relief	18,133	16,710	<b>92.2%</b>





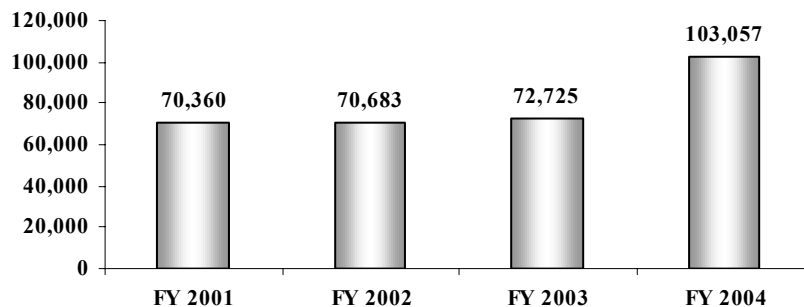
## PERFORMANCE TRENDS

Performance information for the Community Services Block Grant program has been collected from all 52 states, including the District of Columbia and Puerto Rico, since Fiscal Year 2001.

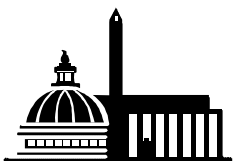
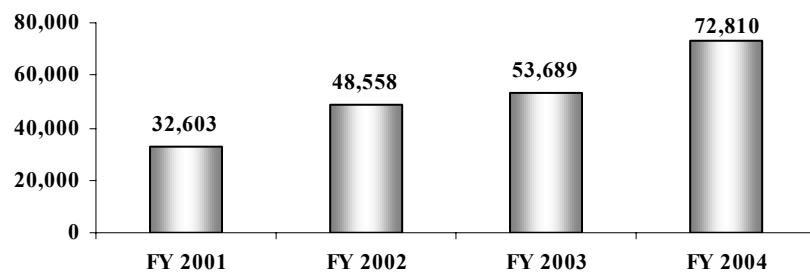
Prior to this initial use of common outcomes language contained in the twelve new National Performance Indicators, national reporting of community action outcomes were limited to information from states and local agencies that could be aggregated.

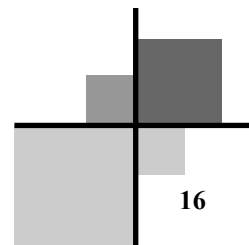
Trends for four critical community action outcomes have been tracked since Fiscal Year 2001:

**Community Action Program  
Participants Gaining Employment**

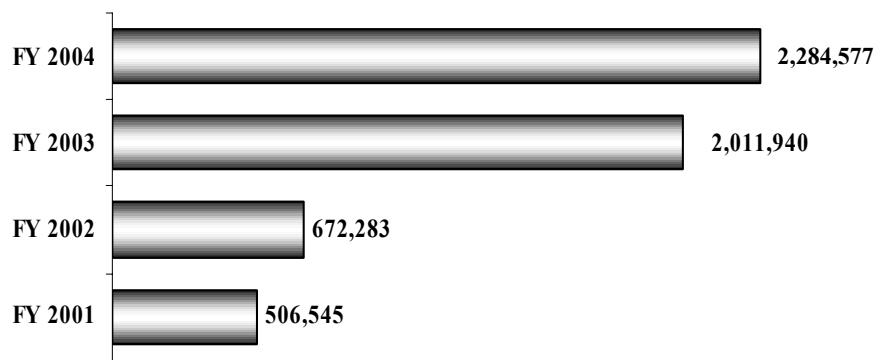


**Community Action Program Participants  
Experiencing an Increase in Income  
From Employment**

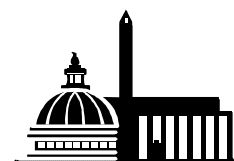
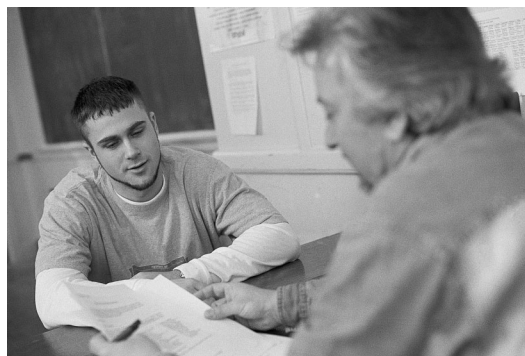
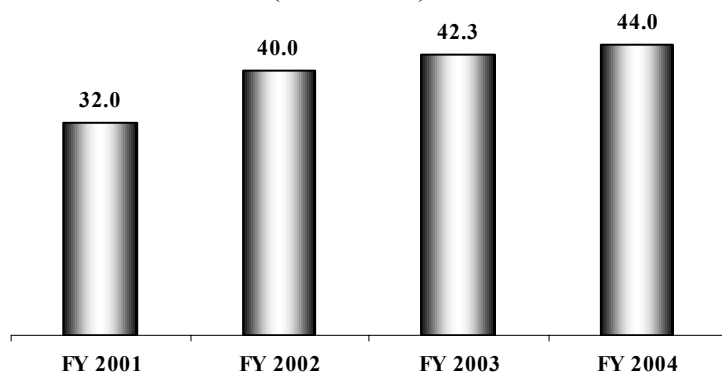


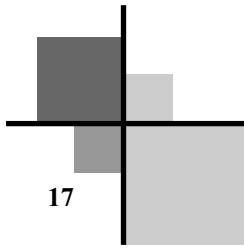


### Access to "Opportunities" Created in Community



### Hours Volunteered to Community Action (in millions)





## CONCLUSION

The adoption of National Performance Indicators for the Community Services Block Grant program in Fiscal Year 2004 has enabled state and local community action agencies receiving CSBG funding to report program outcomes in a manner that captures both the scope and depth of anti-poverty work performed in more than 1,000 communities across the nation.

Performance target data for the CSBG program contained in this Fiscal Year 2004 report will establish baselines for future performance and program efficiency measurement.

The Office of Community Services is now working with state and local CSBG fund recipients to develop an additional performance indicator to measure and report local agency capacity. The new indicator will attempt to capture a variety of factors that contribute to agency capacity, including administrative and fiscal management, strategic planning, program design, implementation, coordination and evaluation, and staff and board development.



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